

**LAND USE SURVEY
COMMUNITY FACILITIES PLAN
LAND DEVELOPMENT PLAN**



BEAUFORT, NORTH CAROLINA

ABSTRACT

TITLE: Land Use Survey, Community Facilities Plan, Land Development Plan for Beaufort, N. C.

AUTHOR: State of North Carolina, Department of Local Affairs, Division of Community Planning

SUBJECT: Existing Land Use and Development Trends 1962-1970, Recommended Community Facilities, 1970-1990 Land Use Plan

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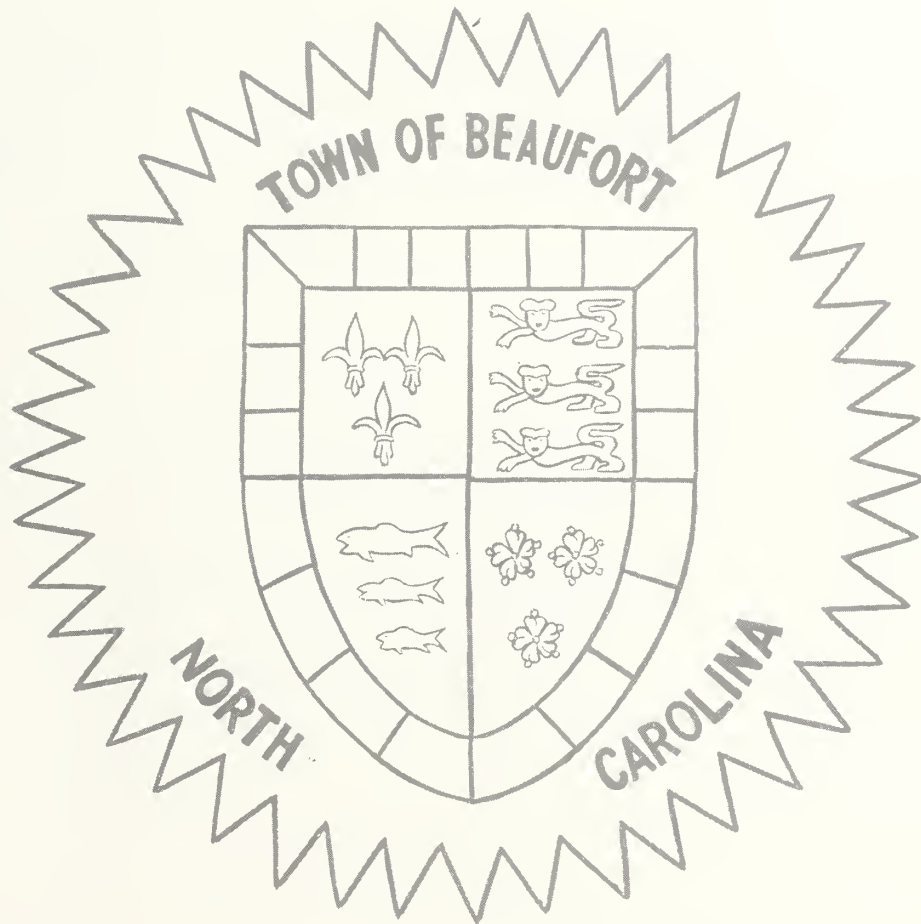
Town of Beaufort, North Carolina

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ABSTRACT: The report is an updating and revision of the Land Use Survey Land Use Plan and Community Facilities Plan prepared in 1962. Land development problems and potentials are identified, recommendations relative to new or improved community facilities are presented, and a general land use plan for the period 1970-1990 is proposed. Recommendations of the 1962 Plan which have been accomplished are noted and other recommendations of the 1962 Plan are restated or replaced with alternative recommendations.

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BEAUFORT, NORTH CAROLINA

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BEAUFORT, NORTH CAROLINA

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"The fiscal and administrative affairs of Beaufort are in good order. Most of the plans and programs for community betterment are understood and considered appropriate. If there is a weakness, it is in the lack of impatience - a burning desire to get the job done ... There is something for everyone to do, something for everyone to contribute ...

W. H. Potter, Mayor of Beaufort
THE CARTERET NEWS-TIMES, January,
1968.



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INTRODUCTION

The Beaufort Planning Program

In 1962, the Beaufort Town Commissioners, with technical assistance from the Division of Community Planning, published two planning reports: Beaufort Land Use Survey, Land Use Plan, Population and Economy and Beaufort Community Facilities Plan, Public Improvements Program. These two studies represented an initial effort by local officials to give direction to the growth and development of the Beaufort area.

Community planning, however, is a continuous process. Plans and programs must be re-evaluated regularly in order to properly reflect changing conditions and objectives. The Beaufort area has grown since 1962. Positive efforts are underway to revitalize Beaufort utilizing such resources as the Workable Program for Community Improvement, Urban Renewal, Public Housing and planning. Restoration of historic structures and improvements to streets, utility systems and community facilities are in progress. Pursuant to a recommendation of the 1962 reports, a Town Planning Board has been established.

In order that plans for future development properly reflect the changes that have occurred in the Beaufort area during 1962-1970, the Land Use Survey, Community Facilities Plan and Land Use Plan elements of the earlier planning effort have been updated and revised. This report notes the accomplishment of some of the recommendations of the earlier studies and restates or offers alternative recommendations for the 1962 proposals which have not yet been effectuated.

The Beaufort Planning Area

The Beaufort Planning Area includes the Town of Beaufort and the "extraterritorial" area within one mile of the town limits. The extraterritorial or "fringe" perimeter is included in the study area because the nature of development within the town and in its immediate environs are so closely related. In fact, North Carolina municipalities may exercise planning, zoning and subdivision control over the area within one mile of their corporate limits, although Beaufort does not do so at this time.

I

LAND USE SURVEY

Existing Land Use

The extent, location and general relationship of land uses in the Beaufort Planning Area are represented graphically on the map on the following page. The amounts of land in each category of use are summarized in the table on page 3. A second table on page 3 compares the percentages of total developed land in each category of use within the corporate limits of Beaufort with that of fourteen other North Carolina towns of similar size. There is no significant difference between the distribution of land uses by category in Beaufort and in the sample compared.

The existing land use map presented in this report illustrates land use in the entire planning area. The land use map in the 1962 survey showed only the land use within the town limits. Discussion of certain "fixed" determinants of land development, specifically history, topography, and soils, found in the 1962 survey are not repeated in this report.

Changes in Land Use 1962-1970

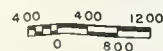
Though annexation has added about 110 acres to the incorporated area of the town since the 1962 survey, much of this area was already developed. In the planning area as a whole, about 64 acres of previously undeveloped or agricultural land has been converted to some type of "urban" use since 1962. The Atlantic Veneer plant and residential construction in the northeastern section of the town represent the most significant land use developments in the planning area during 1962-1970, although comparisons are difficult because the "planning area" was not carefully defined in the 1962 report.

Residential Areas

Homes in the "older" part of Beaufort (generally west of Live Oak Street) comprise about 53% of the housing stock in the planning area. During 1962-1970 there was extensive



BEAUFORT, N. C.



EXISTING LAND USE

	<u>Town</u>		<u>Fringe</u>		<u>Planning Area</u>	
	<u>Acres</u>	<u>%</u>	<u>Acres</u>	<u>%</u>	<u>Acres</u>	<u>%</u>
Residential	262	36.2	118	4.3	380	10.9
Commercial	29	4.1	35	1.3	64	1.8
Public and Semi Public	59	8.1	382*	13.9	441*	12.7
Industrial	45	6.2	119	4.3	164	4.8
Streets and RR	121	16.6	42	1.6	163	4.7
Vacant	<u>209</u>	<u>28.8</u>	<u>2047</u>	<u>74.6</u>	<u>2256</u>	<u>65.1</u>
TOTAL	725	100.0	2743	100.0	3468	100.0

*Includes airport, 360 acres

LAND USE CATEGORIES AS A PERCENTAGE OF DEVELOPED LAND*

	<u>Ave. of 14 N.C. Towns</u>	<u>Town of Beaufort</u>	<u>Beaufort Planning Area</u>
% Residential	46.2	50.7	31.3
% Commercial	6.3	5.6	5.2
% Industrial	8.4	11.4	13.5
% Public and Semi Public	11.1	8.7	36.3**
% Streets & R.R.	28.0	23.4	13.4
Developed Land (% of total land)	54.0	71.2	34.9

*Developed Land: Total land less vacant land

**Includes airport

renovation of historic homes in this area and some new home construction; about 20 substandard dwellings were removed during 1962-1970 in this area.

About 57% of the new residential construction in the planning area during 1962-1970 was represented by new homes in residential subdivisions in the northeastern part of Beaufort proper.

Homes on or near the waterfront (along Front Street Extension, in the Lennox Point area and north of the airport) represent 11% of the housing in the planning area. There are also a number of seasonal and commercial cottages in the area, particularly along the Beaufort-Morehead causeway.

Scattered homes along major streets and highways on the periphery of town (U.S. 70E., N.C. 101, West Beaufort Road, Lennoxville Road) represent still another type of residential environment in the planning area, about 13% of the total housing stock.

Because Beaufort is convenient to major regional employment activities (State Port, Cherry Point, marine science facilities) and to major recreational areas and because of its historic charm and picturesque waterfront vistas, the town has the potential to develop as an important residential area. Three major problems must be alleviated, however, to insure sound residential development in Beaufort; (1) Action must be taken for the rehabilitation and renewal of the residential neighborhood north of Cedar Street. Sixty-five percent of the substandard dwellings in the planning area are located in this neighborhood, which is also characterized by poor storm drainage, inadequate streets and walks and other problems. Substandard conditions in this neighborhood affect the "health" of the entire community; (2) Care must be taken to avoid mixing of businesses and homes to the detriment of the residential environment. Such situations are becoming acute along N.C. 101, West Beaufort Road and in the vicinity of Cedar Street. Town and county zoning should resist haphazard mixing of residential and commercial uses; and (3) a clear policy and revised zoning regulations for mobile homes and mobile home parks is needed. There are now about 70 mobile homes in the planning area, many of them poorly installed.

Commercial Areas

The Front Street central business district, Cedar Street, the "shopping center" at N.C. 101-U.S. 70, and the Beaufort-Morehead Causeway are the most important commercial areas in the community. There are also businesses scattered along N.C. 101, West Beaufort Road, and Lennoxville Road. The recently awarded urban renewal grant will allow for considerable improvement in the Front Street business district. Some problems related to commercial uses in Beaufort which need attention include: (1) excessive commercial zoning in the Cedar Street corridor; (2) haphazard businesses contributing to mixed land use on N. C. 101, West Beaufort Road and Lennoxville Road; (3) lack of off-street parking requirements; (4) lack of any zoning east of the town; (5) abandoned, deteriorating stores scattered through the older part of town; and (6) poor appearance of commercial development along the causeway.

Industrial Areas

There are four primary industrial districts in the planning area: Radio Island (full depot, marine repairs), Gallant Channel (fishing, fish processing, marine repairs), Lennoxville Road (lumber) and Lennox Point (fishing, fish processing, fuel depot, heavy equipment repairs, marine service and repairs).

Beaufort is particularly interested in attracting further industry to bolster the economy of the area; the seasonal nature of many existing local industries is a particular economic problem. Water, air, rail, and highway transportation are available. The area north of Lennoxville Road is especially suitable for new industrial development; a meeting of local, state and federal officials has already been held to discuss the potential for industrial development of this site.

In evaluating proposals for future industrial development, care should be taken not to preempt those waterfront areas which are more suitable for residential or recreational use.

Public and Semi-Public Uses

Public and semi-public uses including schools, recreation areas, library, Town Hall, churches and cemeteries, and the county government facilities occupy a significant amount of land in the planning area, particularly in the older part of Beaufort south of Cedar Street.

Community facilities needs are discussed in detail in Section II of this report.

Because the county government center plays such an important role in the Beaufort community, the town should make an effort to cooperate with the county as the plans for the improvement of this area are implemented. The town should be alert to the possibilities of shared use of county facilities where possible.

Community Appearance

Despite several attempts at community "clean-up", Beaufort still has problems with community appearance that need attention. The following recommendations are directed to this problem:

- (a) Begin effective enforcement of town ordinances prohibiting the accumulation of weeds, rubbish and abandoned automobiles on vacant or occupied property. The authority of the building inspector, fire chief and county health department can be utilized as necessary. The town should request that the public notify town officials of violations.
- (b) A new or amended zoning ordinance could require screening of junk yards and material storage and could regulate signs and outdoor advertising.
- (c) The Public Service Department should be provided with the necessary manpower and equipment to give more attention to street cleaning.
- (d) More trash receptacles are needed along Front, Broad and Cedar Streets; this could be undertaken as a service club project.

II

COMMUNITY FACILITIES

Introduction*

In the Beaufort area, as in other communities, there exists the problem of adapting public facilities and services to changing conditions. The solution to this problem should be a principal concern of all persons interested in Beaufort's growth and improvement. Unless adequate systems of schools, libraries, parks, playgrounds and other public facilities and services are provided, Beaufort will likely experience difficulty in attracting new industry and commerce, lose a percentage of existing commercial and industrial activities and be subjected to the problems resulting from a decline in population.

Scope*

As this study represents an initial look at the community's facilities and services, it is by necessity rather broad in scope and general in content. Although specific recommendations are made periodically, more detailed studies of the facilities discussed herein are necessary before final policies can be established and final plans prepared.

To serve the purpose of this analysis, the term "community facilities" shall mean those facilities, services and conveniences supported primarily by public monies and which require extensive capital outlay and a significant organization for their proper administration. The facilities and services surveyed in this study are:

Schools	Water System
Recreation	Sanitary Sewage System
Library	Refuse Collection and Disposal
Fire Protection	Administrative Facilities
Police Protection	

*From Beaufort Community Facilities Plan, Public Improvements Program, (Division of Community Planning, 1962). Community facilities and services are discussed in the order in which they appeared in the 1962 Plan.

Proposed community facilities are shown on the Land Development Plan map in Section III.

Schools

The public schools which serve Beaufort are administered by the Carteret County Board of Education. Since the publication of the 1962 Beaufort Community Facilities Plan a new high school (East Carteret) has been constructed and the Queen Street School, formerly a Negro elementary school, has become a middle school. The recommendations of the 1962 Community Facilities Plan with regard to schools are generally dated. A school plant survey was prepared for the county by the North Carolina Department of Public Instruction in 1967, and county school facilities have been discussed at length in the recent Carteret County Community Facilities Plan (Division of Community Planning, 1969). The following summary of the needs of the schools which serve Beaufort are based on these two reports, and on subsequent discussion with county school officials.

(1) East Carteret High School. The school is described as "an excellent facility with the needed spaces for a comprehensive program." Current enrollment, however, is approaching capacity; this will necessitate the addition of a classroom unit. The school also lacks an auditorium.

(2) Beaufort Central School. (Queen Street) The original building constructed in 1928 has been taken out of service and classes are confined to newer additions constructed after 1950. Plans are being made for the addition of a specialized classroom for speech and a sickroom. Tentative long range plans have suggested that Beaufort Central be replaced by a new junior high school on the East Carteret High site; Beaufort Central would be converted to administrative facilities.

(3) Beaufort Elementary School. The school building was initially constructed in 1945; additions were constructed in 1954 and 1957 (metal cafeteria building). Current plans for this school include continued utilization of the 1954 fourteen classroom primary wing and replacement of the 1945 auditorium-classroom building and the metal 1957 cafeteria building with ten new classrooms, a multi-purpose room, cafeteria and library. Prior to replacement construction, the present school site must be enlarged; it is recommended that additional land be acquired sufficient to extend the present

site westward to the proposed Queen Street Extension (see Section III, Land Development Plan, "Thoroughfares").

Recreation

The absence of a well-organized public park and recreation system in the Beaufort area is apparent. This is partly because the local government's concern for parks and recreation areas is relatively new and partly because of the availability of a variety of seashore recreation areas in the immediate vicinity. There is, however, a great need for public recreation facilities in Beaufort, especially in terms of neighborhood areas and facilities for year round activities.*

At present, informal use of the two public school grounds, the town property on Town Marsh Island and the "Jaycees Park" at the end of Front Street extended are the only available recreation areas in the community. Further development of the American Legion field for recreation, recommended in the 1962 Plan, has been precluded by the use of this site for public housing.

Considering the need for additional active public recreation areas in Beaufort, the following recommendations are made:

(1) A seven member Town Recreation Commission should be appointed by the Town Commissioners. The membership of this Commission should represent every "neighborhood" in the community. It would be the duty of this commission to assist the Town Commissioners in planning, acquiring and developing necessary recreational facilities; the commission's most important responsibility will be program activity development which will in fact be the basis for the type of facilities to be built on recreation and park acreage.

The Town Recreation Commission should cooperate closely with the proposed County Recreation Commission (see Carteret County Community Facilities Plan, p. 50).

*Beaufort Community Facilities Plan (Division of Community Planning, 1962), p. 5.

Assistance with the establishment of such a commission and the development of an initial recreation program is available from the Recreation Division, Department of Local Affairs.

(2) That arrangements be made for active use by the town of the two school grounds for organized summer activities. Additional recreation apparatus might be installed under such an arrangement.*

(3) That a town park be established in the area on the water side of Front Street between Pollock and Grodon Streets.* This might be accomplished in conjunction with the Front Street area urban renewal program.

(4) That several vacant lots throughout the built-up area be acquired by the town and developed as either quiet parks or small children's play lots depending upon the character of the population in the neighborhood.* There is an immediate need for such "vest pocket" parks in the vicinity of the intersection of Pollock and Broad Streets and in the vicinity of the intersection of Pollock and Pine Streets.

(5) It is recommended that two neighborhood parks of about ten acres each be developed. These parks should provide for passive recreation for older adults, facilities for small children and ball fields, basketball backstops and open areas for the activities of older children. Permanent shelters or enclosed structures would be included. A permanent recreation building on one of these sites might be undertaken in cooperation with the county.

One such park should be north of Mulberry Street, between Turner Street and the proposed Queen Street extension (see Section III) on the area being recovered by land fill operations. In conjunction with this park, public water access (boat ramp) should be built on Town Creek on the west side of Turner Street.

A second neighborhood park, with similar facilities should be located along the present eastern town limits adjacent to the proposed road connecting U.S. 70 and Lennoxville Road. This park would serve the new Legion Park housing area and the residential subdivisions to the west and north. This location is recommended as an alternative to the Jones Ave-

*Beaufort Community Facilities Plan (Division of Community Planning, 1962), p. 5.

nue-Carteret Drive site suggested by the 1962 Plan because it would be accessible to more residents.

Library

The Carteret County library system is discussed extensively in the Carteret County Community Facilities Plan (pp. 38-44). The main branch of the library, at Broad and Pollock Streets, is, of course, especially convenient to the residents of Beaufort. The proposed site for a new building on Turner Street will be equally convenient to Beaufort residents and will complement the Beaufort Restoration and Front Street area renewal efforts. The county library system deserves the particular support of the Beaufort community.

Fire Protection

The loss of the Town Hall made the relocation of the fire station, as recommended in the 1962 plan, a necessity. Following the suggestion of the National Board of Fire Underwriters and the 1962 Plan, the present site at Live Oak and Cedar Streets was chosen because of its central location in the area which the Beaufort Volunteer Fire Department serves. The new 5460 sq. ft. facility includes an equipment bay, lounge, chief's office, training room and two bedrooms for full time firemen. This facility will be adequate for the planning period encompassed by this report (1970-1990).

The Beaufort Fire Department has two full time firemen and fifty-five volunteers. The full time firemen work 24 hour on-24 hour off shifts. The department prefers experienced volunteers and a physical examination is required. Training meetings are held twice a month and firemen frequently attend short courses and hear from visiting fire experts.

Fire Department vehicles include a new "rural truck" (Dodge, 1969) and three pumpers (LaFrance, 1967, 500 gallon; Dodge, 1948, 540 gallon; Dodge, 1938, 190 gallon). During the next ten years it will be necessary to replace one of the present pumpers; two pumper trucks may have to be replaced during this period if particularly rapid development in the area adds substantially to the nature of the protection the department is called on to provide.

Fire prevention inspections are performed periodically by the Fire Chief and a selected committee; the Town Building Inspector also reports fire hazards to the Department.

In addition to protecting the incorporated area of the town, the Beaufort Fire Department responds to fires outside the town limits for subscribers of the Rural Fire Association. The Department belongs to the Eastern Carolina Firemen's Association and complies with its mutual assistance codes. There are 22 call boxes in Beaufort. Volunteers are alerted by a horn signal. The Beaufort Fire Department maintains radio contact with the Morehead City Fire Department and with the police departments in both Beaufort and Morehead City.

Police Protection

The Beaufort Police Department has a staff of six officers including the Chief of Police. The Police Department operates from a small shelter on Front Street; records are maintained at the Town Hall. The Department operates two police vehicles. Radio contact with other law enforcement agencies is maintained through the Morehead City Police Department network.

There is an excellent degree of cooperation between the Beaufort Police Department and the County Sheriff's Department in the execution of their respective responsibilities. The town utilizes the Carteret County jail.

In order to maintain an adequate level of police protection in Beaufort, it is recommended that a schedule for the regular replacement of vehicles be established; that in-service training for officers be encouraged, and; that Police Department facilities be provided for in the proposed new Town Hall (this recommendation is continued from the 1962 Plan).

Water System

The water distribution for the Beaufort area is operated by the Carolina Water Company. The water system has been in private ownership since it was sold by the town in 1931.*

*Beaufort Community Facilities Plan (Division of Community Planning, 1962), p. 8.

The water supply is obtained from two deep wells and is stored for peak demand in an elevated 100,000 gallon tank located in the block bounded by Broad, Turner, Ann, and Craven Streets. Wells are located at the corner of Hedrick and Pine Streets and between Fulford and Carteret Streets. These wells furnish 600 and 400 gallons of water per minute; the smaller well is usually used as standby. Total capacity of the water system is estimated at 800,000 gallons per day and the amount of water used daily is approximately 296,000 gallons. Although treatment of the water supply is not necessary, it is fed through an aerator plant to remove hydrogen sulfide gas.

Henry Von Oesen and Associates, consulting engineers, have recommended (in March, 1970) the following schedule for improvements to the water system:

1970-1980. Extension of water lines to all of the areas within the town limits north of Mulberry Street and Lennoxville Road and extensions eastward to the present town limits along Lennoxville Road, Ann Street and Front Street.

1980-1990. Extension of lines along West Beaufort Road, N. C. 101, U.S. 70 E. and Marshal Road, and beyond the present corporate limits along Lennoxville Road. The Von Oesen plan also suggests the future addition of a 300,000 gallon elevated storage tank to be located on Pine Street between Live Oak and Craven Streets.

The importance of the extension of water lines with regard to establishing adequate fire protection was stressed in the 1962 Plan. Town policy requires that fire hydrants be placed on mains at least six inches in diameter and spaced not more than 500 feet apart.

The 1962 Plan also suggested that "...the town should purchase the water system as soon as possible. Revenue derived from this utility could be used to improve the water and sanitary sewage systems." This recommendation has been explored but no action taken; the concept, however, is still valid and the opportunity to purchase the water system should be considered in future capital improvements budgeting.

Water and sewer plan overlays are included in the pocket at the back of this report. Overlaid on the Land Development Plan map in Section III, they illustrate the relationship of the water and sewer systems (existing and recommended) to existing and projected development.

Sanitary Sewage System

Since 1962 steps have been taken to improve the town's sanitary sewage system. There were many inadequacies in the system, originally constructed in 1927, and sewage was being emptied without treatment into Town Creek and Taylor Creek. The town had been ordered to discontinue the pollution of these streams by the State Stream Sanitation Committee.

Aided by a federal grant, construction of a treatment facility, lift stations, new and replacement lines and other improvements to the system are now underway. Engineering consultants for the present project and for plans for future development of the system were prepared by Henry Von Oesen and Associates. Extensions to the present system have been recommended as follows:

1970-1980. Mains will be extended to all of the area within the corporate limits north of Mulberry Street and Lennoxville Road and extended eastward along Lennoxville Road, Ann Street and Front Street to the present corporate limits.

1980-1990. Mains will be extended along West Beaufort Road, N. C. 101, and toward Lennox Point.

Water and Sewer Extension Policies

As development increases in the Beaufort area, there will be a need for a clearly stated town policy with regard to water and sewer extensions. The "power of utility" is one of the most powerful tools at a locality's disposal for regulating the pace, direction and nature of development. Water and sewer extension policies should clearly state where and under what circumstances lines will be extended and how costs will be shared between the developer/builder and the town.

Refuse Collection and Disposal

Refuse collection and disposal is the responsibility of the Public Service Department which is also responsible for maintenance of the sewer system and streets and for incidental maintenance of other town property.

The Public Service Department is located on a 100' X 100' lot on Hedrick Street. Two metal buildings, built in 1955, are used for storage of supplies and for repair of equipment.

Almost all of the department's vehicles and heavy equipment are surplus items; much of the equipment is badly in need of major repair or replacement.

The town provides refuse collection within the town limits. A packer truck and trash trailers (for commercial areas) are utilized. Refuse collection occupies more than half of the Public Service Department staff for three or four days a week. Refuse is disposed at a land fill site east of the town limits.

Some substantial changes are needed in the facilities, equipment and personnel policies of the Public Service Department if an adequate level of maintenance and refuse collection are to be achieved in Beaufort. The following recommendations reflect some of the immediate needs of this Department:

(1) Personnel turnover has been identified as a major problem in this department. If at all possible, salary scales should be increased to keep experienced personnel with the town; improved salaries will be less costly in the long run than the problems associated with shorthanded crews and constant recruitment and training of new employees. Painting vehicles and equipment, identifying them as "Public Service Department, Town of Beaufort" (perhaps with the town seal on vehicle doors), and furnishing distinctive uniforms or coveralls for employees would improve the image of the Department and employee esprit de corps.

(2) A replacement schedule should be developed for all vehicles and equipment. There is an urgent need to purchase a new refuse packer truck, a new bulldozer, and two new dump trucks. In addition, it is strongly recommended that the town purchase or contract for trash containers which can be emptied into a fork lift packer truck ("Dumpmaster" system or equivalent). This system would require less manpower for collections and the containers would be a sanitary and aesthetic improvement over the trailers.

(3) The Public Service Department facilities should be moved to a location adjacent to the proposed sewage treatment plant. A minimum site of two acres would allow for structures, storage of vehicles and materials, employee parking and future expansion. The "yard" should be fenced, lighted, and paved or gravelled. A building of at least 5,000 sq. ft. should include room for storage, equipment maintenance, toilets, lockers, and an office. A shed for vehicles and heavy equipment storage should also be con-

structed. As a temporary measure, the department's existing metal buildings could be dismantled and re-erected on the new site.

(4) The town should explore the possibility of a joint town-county land fill site outside the planning area. Use of the present site will be an impediment to development of the area north of Lennoxville Road after 1975. In the interim, care should be taken to insure that land filling at the present site is done in a manner which will allow reasonable future reuse of the land fill area.

Administrative Facilities - Town Hall

Although the present Town Hall building on Pollock Street provides sufficient space for current administrative functions, the building will not adequately serve the town's needs beyond the next 7-10 years. Planning and site acquisition for a new Town Hall should begin now, even if other priorities postpone actual construction for some time.

The new Town Hall should provide for the present administrative functions (mayor, clerk, tax collector, treasurer) and anticipate changes in the town's government that might require additional space (for example, Beaufort is almost large enough at present to seriously consider a city manager form of government); space should be provided for the Police Department, including a chief's office, records keeping and communications. The council chamber should provide adequate seating for public meetings.

The 1962 Plan recommended that a new Town Hall be constructed on town property on Broad Street facing the County Courthouse. As an alternative, it is suggested that a site on Turner or Front Street would be more appropriate; a Front or Turner Street location would contribute to the Front Street renewal project. The building should be of an architectural style compatible with the Beaufort Restoration.

III

LAND DEVELOPMENT PLAN

The Decision to Plan Ahead*

During the past forty years, the population of the Town of Beaufort, the county seat of Carteret County, has remained about constant** while the county was almost doubling its population ... The town's static population condition has been due in part to the lack of economic opportunities in Beaufort and the consequential out-migration of the community's young adults to other areas where better job opportunities exist.

The hope of revising present trends led the Mayor and Town Commissioners to initiate studies to evaluate the community in order to develop a program designed to make Beaufort a better place in which to live by creating a better environment and by stimulating economic growth. This Plan is to guide the physical development of the community in one part of that program.

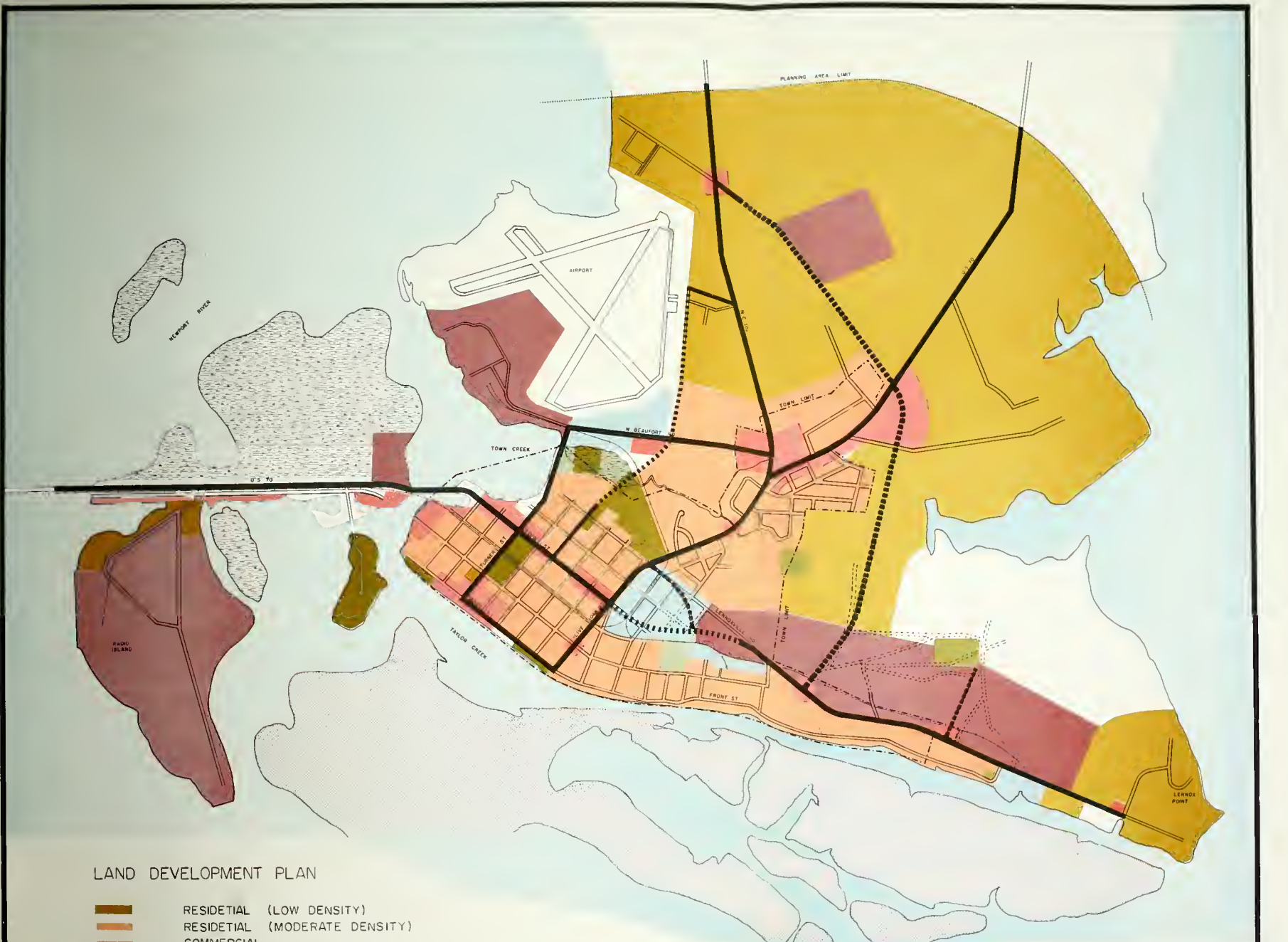
The Land Development Plan is a proposal for the best arrangement of industrial, commercial and residential land uses that should develop in the Beaufort area by 1990. This Plan should serve as a guide for the orderly development of Beaufort in the years to come by indicating the most appropriate locations for homes, businesses, and industries.

Changes in the Plan 1962-1970

The proposed arrangement of land uses within the town limits in the 1962 and 1970 plans is quite similar. However, with the exception of projecting residential development along

*Beaufort Land Use Survey Land Use Plan, Population and Economy (Division of Community Planning, 1962), p. 41.

**Annexation has increased the population within the incorporated area of the town since 1962. However, the population of the Planning Area as a whole has remained relatively constant.



LAND DEVELOPMENT PLAN

- RESIDENTIAL (LOW DENSITY)
- RESIDENTIAL (MODERATE DENSITY)
- COMMERCIAL
- WHOLESALE & DISTRIBUTION
- INDUSTRIAL
- PUBLIC & SEMI-PUBLIC

THOROUGHFARE PLAN

- | | | |
|----------|--|--|
| | MAJOR | MINOR |
| EXISTING | | |
| PROPOSED | | |

BEAUFORT, N. C.



Lennoxville Road, Front Street Extended, N.C. 101 and West Beaufort Road, the 1962 Plan made no attempt to indicate proposed future development outside the town limits; the current plan indicates suggested land uses for the entire planning area.

The recommended thoroughfare plan has been changed substantially since 1962; specific differences are cited in the section on "Thoroughfares."

Residential Areas

The recommended areas for residential use are shown on the Land Development Plan as "Moderate Density Residential" or "Low Density Residential."

Moderate Density Residential areas are intended for development at densities of 3 to 5 dwelling units per acre, comparable to existing density of residential development within the present town limits. Moderate Density areas are those areas in which public water and sewer facilities are available or will be available during the planning period (1970-1990). However, development which occurs in presently undeveloped areas indicated for Moderate Density use before public water and sewer are available should be built to low density standards.

"Moderate Density" assumes that the marked preference for single family homes in the Planning Area will continue. However, apartments, townhouses and other multi-family units will undoubtedly be built in the Planning Area during the next 20 years. This higher density development could be accommodated in any of the areas reserved for Moderate Density use, provided that new zoning regulations are enacted to insure adequate parking, open space and other site configuration requirements. Multi-family units would be incompatible in the historic section of the town.

Low Density Residential areas, in which public water and sewer facilities will not be available during the planning period, should be developed at a density of two or fewer dwelling units per acre. This means minimum lot sizes of 20,000 square feet, necessary for adequate septic system performance and protection of wells.

Areas for future residential land use have been delimited in a manner which respects existing residential development and which provides for a variety of residential envir-

onments; urban (in the older, built up section of town), residential subdivisions (in the northeast section of the planning area), rural (extending along West Beaufort Road, N.C. 101, U.S. 70 and Lennoxville Road), and waterfront (Front Street Extension, Lennox Point, north of the airport and in the extreme northeastern part of the planning area).

It is significant that two recommendations of the 1962 Plan, the need for public housing and the desirability of historic preservation and restoration, are now well underway in the community.

Commercial Areas

Four types of commercial land use are recommended for the Beaufort Planning Area.

(1) Central Business District. Renewal of the Front Street business district recommended in the 1962 Plan, will soon become a reality through a recently awarded federal urban renewal grant. The renewal project will make the business district a more attractive and convenient place to shop; central business district merchants must make a parallel effort to modernize their stores and merchandising practices in order to offer the quality and type goods and services desired by the area's shoppers. A revitalized central business district will help Beaufort reverse its declining share of retail sales in the county. However, the location and limited capacity for expansion of the CBD will ultimately restrict the extent to which it becomes a dominant regional retail center; business and professional offices, social and cultural facilities, restaurants, specialty shops and other activities which complement Beaufort's attractiveness to visitors should be particularly emphasized on Front and Turner Streets.

(2) General Commercial Areas. The 1962 Plan pointed out that "...the removal of commercial uses from areas where they are not compatible and the re-grouping of commercial uses into a more effective pattern is desirable." The development of commercial areas on Cedar Street and in the vicinity of the intersection of N.C. 101 and U.S. 70 is recommended on the Land Development Plan. However, as indicated in the 1962 study, the present zoning map includes too large an area set aside for commercial purposes along the Cedar Street corridor. Commercial zoning in excess of actual needs in fact discourages the concept of grouping of commercial uses and leads to incompatible juxtapositioning of commercial and residential uses.

New zoning provisions should also require that new businesses provide adequate off-street parking, that curb-cuts and access points are designed to minimize traffic congestion and that residential areas are "screened" from adjacent commercial uses.

(3) Waterfront Commercial Areas. Commercial areas for such waterfront activities as restaurants, fishing camps, "pleasure fleet" piers and marine sales and service should be reserved to encourage the development of commercial tourism and recreation in the Beaufort area. Waterfront commercial districts should include the area along the old U.S. 70 right-of-way on the Beaufort-Morehead causeway, and the area along Beaufort Channel between Ann and Cedar Streets and between Cedar and Pine Streets. Existing structures in these areas are haphazardly arranged and many are deteriorating; an extensive rehabilitation effort by property owners will be necessary to capitalize on the potential for expanded revenue from commercial recreation activities. The town and county would eventually contribute to this rehabilitation with the extension of water and sewer lines, street improvements and better zoning and building code regulation.

(4) Neighborhood Commercial Areas. There are a number of small groceries and personal service establishments (for example, barber and beauty shops) scattered throughout the Planning Area. A number of these commercial structures are no longer in use and many are in poor condition. Although these neighborhood businesses provide a special convenience to nearby residents, some of whom cannot get to larger shopping areas, the amount of such commercial use should be limited in the future. Those neighborhood businesses now operating should be allowed to continue but unused and deteriorating commercial buildings should gradually be removed; additional scattered commercial structures should be discouraged.

Industrial Areas

Encouraging the development of new or expanded local industry is a policy of particular concern for Beaufort officials. The 1962 Land Use Plan said, "The population and economic trends in the Beaufort area indicate that future growth and development of the area might well depend upon its ability to attract and maintain stable industry."

The Land Development Plan has designated areas for future industrial use which will offer potential industries a variety of adequately sized sites convenient to a variety of transportation modes. Industrial areas have been located in a way that will minimize conflict with surrounding land uses.

Radio Island should be reserved for the potential expansion of the State Port facilities and other related industrial activities which can effectively utilize access to sea transportation. Radio Island is on the Intracoastal Waterway and is served by rail and a regional highway.

Industrial use should be continued along Gallant Channel west of the airport. Fish processing and marine repair activities are already located in this area which is also served by rail. Re-use of a limited amount of the airport lands in the vicinity for industrial development has also been discussed in the past.

The area north of Lennoxville Road from the present town limits eastward to the vicinity of S.R. 1386 should be protected and reserved for future industrial use. Safrit Lumber Company and Atlantic Veneer occupy the western and eastern limits of this proposed industrial district. Rail service is already available. The proposed thoroughfare connecting Lennoxville Road with U.S. 70 and N.C. 101 would improve access to this area. Related use of the area between the railroad and Lennoxville Road should be such that it does not adversely affect the residential areas to the south of the road.

Although some of this area is low-lying and poorly drained, it would be more economical for industrial development than for other purposes; its other locational advantages would outweigh the expense of site preparation.

A limited amount of industrial development has also been recommended for the area along the proposed road between U.S. 70 and N.C. 101 in the northern part of the planning area. Not all industries require waterfront locations or rail service; some prefer the availability of a large, easily developable tract on the periphery of the urban area. Such development would be compatible in this area if the industry involved was "clean" and zoning requirements adequately protected surrounding residential use.

Wholesaling and Distribution

The Front Street Urban Area Plan (Eric Hill and Associates) identified the opportunity for Beaufort to become a wholesaling and distribution center for the eastern part of the county. The Hedrick Street-Carteret Avenue-Davis Avenue area (between Lennoxville Road and the Railroad) is recommended for such use. Vacant land is available and rail service and easy access to U.S. 70 would provide for easy receiving and distribution of goods. Related uses are already located in this area and its proximity to nearby residential areas makes it more suitable for this type of use than for heavy industrial activities.

A second such area might be developed along West Beaufort Road at Turner Street. Both of the areas suggested for wholesaling and distribution activities were designated "industrial" on the 1962 Plan.

Thoroughfares

The thoroughfare recommendations of the Land Development Plan are intended to provide for an eventual street and highway system which will provide for adequate vehicular circulation within and through the Planning Area. New streets will also provide access to areas with a high potential for immediate or future development.

If the thoroughfare plan is to materialize, town officials must work in close cooperation with the County, the District Highway Engineer and the State Highway Commission. The Advanced Planning Section of the Highway Commission is currently preparing a thoroughfare plan for the Beaufort-Morehead City-Atlantic Beach area. When this plan is completed, the town should meet with highway officials and, based on the Highway Commission study and this Land Development Plan, arrive at a new mutually adopted thoroughfare plan for Beaufort. When a final plan is adopted, subdivision regulations and zoning controls should be utilized to protect future rights-of-way; a schedule for new construction should be developed and funds accordingly reflected in the town's capital improvement program.

(1) Cedar Street. It is recommended that Cedar Street from Beaufort Channel to Live Oak Street be widened to provide a center lane for turning movements. Cedar Street will probably continue to be the route of U.S. 70 through Beaufort for some time. Turning lanes will become increasingly

necessary to insure proper traffic flow as more commercial development occurs on Cedar Street.

The proposal in the 1962 Plan to link U.S. 70 north of the town limits to Cedar Street at Live Oak with an eastern "loop" road has been deleted from this plan. The widening of Live Oak Street between Cedar Street and N.C. 101-U.S. 70 has alleviated the need for this project.

(2) A new road is proposed to connect N.C. 101 (at S.R. 1169) to U.S. 70 just north of the town limits and continue from U.S. 70 southward to Lennoxville Road. This proposal is submitted as an alternative to the connector between the intersection of N.C. 101 and U.S. 70 and Lennoxville Road shown in the 1962 Plan. The new recommendation would accomplish the same objectives as the 1962 proposal and would serve anticipated development in the areas between N.C. 101 and U.S. 70 and east of the present town limits.

(3) A new street alignment is recommended to connect Lennoxville Road with Cedar Street; the objective of this new alignment is to provide for easier east-west movement in the planning area, reducing traffic on Ann and Front Streets. Lennoxville Road, from this new alignment to Lennox Point, should be widened.

(4) It is recommended that Queen Street be extended northward across the railroad tracks to West Beaufort Road and eventually to the airport. This project will provide better access to the airport, encourage development between West Beaufort Road and the railroad and provide secondary access to the proposed park, expanded elementary school site, and to the Mulberry Street-Pine Street residential area.

Need for a New Zoning Ordinance

The present Beaufort Zoning Ordinance has provided the town with an important means of controlling the standard of development in the community and the proper relationship of different types of land use. Many communities, some of them larger than Beaufort, have suffered from haphazard development because local officials did not have the foresight to avail themselves of zoning controls.

However, the present Beaufort Zoning Ordinance is now outmoded and inadequate for the town's needs.

- (a) The present ordinance differentiates only between residential, industrial and commercial uses. Since each use classification must provide for so broad a spectrum of uses, adequate differentiation cannot be made between the necessary requirements for multi-family versus single-family residential uses, heavy industrial versus light manufacturing or wholesaling, central business district commercial uses versus general commercial or waterfront commercial activities. This makes it very difficult to utilize the present zoning ordinance to direct the relationship of various types of use according to the Land Development Plan objectives.
- (b) Use regulations are vague. Only uses not permitted in the various districts are set out explicitly.
- (c) There are no off-street parking requirements. Such requirements are badly needed particularly with respect to commercial uses.
- (d) The regulation of signs and outdoor advertising are not provided for. Such regulations can do much to improve community appearance.
- (e) The regulations relative to mobile homes and mobile home parks are outdated. Mobile home provisions are especially important in light of the influx of mobile homes in the Planning Area.
- (f) Although the areas to the north and west of Beaufort are regulated by the County Zoning Ordinance, the important area east of the town has no zoning protection. The town should either request an extension of county zoning to this area or consider extension of town planning, zoning, and subdivision control to the one-mile extraterritorial area. Assumption of extraterritorial control would require that one year's notice be given to the county.

In summary, it is strongly recommended that the town seek planning assistance for the preparation of a new zoning ordinance.

WATER SYSTEM

- EXISTING
- EXISTING (SMALL)
- 1980
- - - 1990
- WATER TANK
- WATER PLANT
- FUTURE WATER TANK

BEAUFORT, N. C.





